

**POLITICAL, SOCIAL AND ECONOMIC
PARTICIPATION OF YOUTH IN
MONTENEGRO:**

BASELINE STUDY



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INTRODUCTION

Participation is a “fundamental right and one of the guiding principles of the Universal Declaration of Human Rights that has been reiterated in many other conventions and declarations”. Through active participation, young people are empowered to play a vital role in their own development as well as in that of their communities, helping them to learn vital life-skills, develop knowledge on human rights and citizenship and to promote positive civic action. To participate effectively, young people must be given the proper tools, such as information, education and access to their civil rights. In order to improve existing public policies that enable youth to be more active, it is of key importance to provide evidence on public policy performance and this is one of the main reasons why the YPI is created.

This index of participation of young people is divided into three pillars:

- Political participation of young people,
- Social participation of young people and
- Economic participation of young people.

Political participation

For the purpose of the creation of the YPI, political participation is defined as “those actions of young people by which they seek to influence their governments, politics and public policies that governments pursue”. It includes all the means and ways that could help young people to become actors of their life and of their world, including political institutional democracy, engagement in public and private spaces and online/offline means such as social networks and other means at hand to youngsters to influence political leaders and their actions.

Social participation

Social participation refers to young people’s degree of participation in a community or society, contribution to and staying involved in their society, including social engagement in informal community networks and activities, volunteering, and accessing services (including education, health or welfare services).

Economic participation

Economic participation includes several different types of participation, such as paid employment, training and education, self-employment and enterprise development, as well as micro-finance or other financing schemes at hand to youngsters in their countries.

KEY DATA FOR MONTENEGRO

GENERAL DATA

In Montenegro, Youth Law (Official Gazette of Montenegro, no.42/2016") prescribes that: *"Young people, in terms of this law, are persons 15-30 years old."*¹

In accordance with this definition, the approximate number of young people in Montenegro in 2011 when we made the last census, can be obtained from data of MONSTAT, which states that of the total population of Montenegro - 620,029 citizens, 132,702 are young people from 15-29 years, accounting for **21.4% of the total population**².

This figure does not include persons who have reached 30 years.

If you take into account sex of young people, that year in Montenegro lived 68,198 males and 64,504 females.

The young Montenegrin population, aged 10 to 29 years constitutes of 45.7% of Montenegrins, 26% Serbs, 13.4% of Muslims/Bosniaks, 5.1% Albanians, and 9.9% goes to other nationalities.

Two-thirds of young people aged 15 to 29 years (66%) live in urban areas in Montenegro. In terms of regional distribution, most young people aged 15 to 29 years lives in central Montenegro (48.8%), then in the north of the country (28.5%), while 22.8% of them inhabit the southern part of the country. Nevertheless, these numbers tell us about the place of residence

¹ Youth Law (Official Gazette of Montenegro, no.42/2016")

² MONSTAT, Census of Population, Households and Dwellings in Montenegro 2011: Population by age, sex and type of settlement by municipalities, as well as the most common names in Montenegro. Available at: <http://bit.ly/2hDgOv1>

and are not taking into account the internal mobility of young people (mostly educational) and the fact that during the period of studies they usually do not change the official address, so we come to the conclusion that the number of young people in urban areas is even greater than from MONSTAT reports be concluded.

Place of living is very important for the participation of young people because they do move because of this element – in order to have bigger chances for economic, social and political participation.

POLICIES/LEGAL FRAMEWORK

Legal framework for political, social and economic participation of young people is very broad. In general, we could stress that the most important segments are:

- Youth Law (Official Gazette of Montenegro 2016)
- List of the laws that are regulating specific areas important for social, political and economic participation;
- National strategies covering specific areas: employment, education, social welfare etc.
- Local Youth Action Plans;

On local level it is important to stress that there are developed municipal Youth Strategies so called: **Local Youth Action Plans** that are targeting youth and covering areas of importance for participation. At the moment there are valid action plans for youth in almost half of Montenegrin municipalities: Plav, Bijelo Polje, Kolašin, Nikšić, Pljevlja, Podgorica, Tivat, Rožaje, Ulcinj, Plužine. In February 2015, based on the initiative of Youth Centre Andrijevića, the municipality of Andrijevića has also started the work on drafting its own Local Youth Action Plan. Local action plans in other municipalities have expired (Berane, Budva, Kotor and Cetinje) or they never existed (Petnjica, Gusinje, Bar, Herceg Novi, Danilovgrad, Šavnik, Mojkovac, Žabljak).

POLITICAL PARTICIPATION – LEGAL FRAMEWORK

The area of political participation and social, especially participation in decision-making is governed by a set of documents that define the participation of citizens in decision-making:

- General Law on Education ("Off. Gazette", no. 45/11), deals with the issue of participation of students, stressing that the "free" activity of students realize through: a community of students, clubs, associations, and other forms. In Montenegro there are lot of active student parliaments in high- schools.
- The Law on Higher Education ("Off. Gazette", no. 60/03) defines the rights and obligations of students and the work of the student parliament and student organizations. The law states that students members are participating in the work of the University Senate (expert body).
- Law on local self-government ("Off. Gazette", no. 38/12), deals with the issue of citizen participation at the local level, and prescribes that citizens shall participate in decision-making processes related to their needs and interests, directly and through freely elected representatives in local self-government bodies.
- The law on non-governmental organizations ("Off. Gazette", no. 39/11), deals with the right of association, with special emphasis on the rights of young people aged more than 14 years to establish an NGO.

SOCIAL PARTICIPATION – LEGAL FRAMEWORK

Area of voluntary participation in life of community and general volunteerism is regulated by:

- Law on Voluntary Work ("Off. Gazette", no. 26/10, 31/10 and 14/12) and the Development Strategy of volunteering (2010 - 2015).

This Law, nevertheless, since its adoption created a lot of space for miss-usage of young people on labour market by neglecting their labour rights and putting them in the position to conduct unpaid work for 8 hours per day and being called "volunteers". This Law has to be changed in the future, and the positive remark is that this process already started.

Education services are defined in big list of documents, but the most important ones are:

- General Law on Education ("Off. Gazette", no. 45/11);
- The Law on Higher Education ("Off. Gazette", no. 60/03);
- Law on Vocational Education ("Off. Gazette of Montenegro", no. 64/02 from 28.11.2002, 49/07 of 10.08.2007, "Off. Gazette of Montenegro", no. 45/10 of 04.08.2010);
- Law on Education of Children with special educational needs;
- Strategy for the development of primary education with the Action Plan (2011-2017);
- Strategy for the Development of Vocational Education in Montenegro (2015-2020);
- Strategy for the development and financing of higher education in Montenegro (2011-2020);
- Adult Education Strategy of Montenegro (2015-2025),

Specific measures in the field of education can be found in the:

- Strategy for improving the position of Roma and Egyptians in Montenegro (2012-2016)
- Strategy for the Integration of Persons with Disabilities in Montenegro (2008 - 2016);

Health services are defined by:

- Law on Health Protection ("Off. Gazette, No. 39/2004") and the Decision on the network of health care institutions ("Off. Gazette, No. 18/2013").
- Strategy of Montenegro for the Prevention of Drug Abuse (2013-2020.god) and Action Plan (2013 - 2016.god)
- National Strategy to combat HIV / AIDS 2015-2020,
- Action Plan for the improvement of mental health in Montenegro 2015-2016.

Social services for vulnerable groups, and other type of support, are defined in the:

- Law on Social and Child Protection ("Official Gazette of Montenegro, number 27/2013" of 11.06.2013.)
- Development Strategy of social and child protection in Montenegro (2013 -2017.god).
- Law on Social Housing (No. 35/2013 "), which is provided to individuals or households from the social, economic and other reasons, cannot alone address the issue of housing;

- Law on Prohibition of Discrimination (“Off. Gazette of Montenegro”, No. 46/2010);
- Law on the Protector of Human Rights and Freedoms of Montenegro (“Off. Gazette of Montenegro”, No. 42/2011 and 32/2014.), and many others
- Law on gender equality (Official Gazette of the Republic of Montenegro, no. 46/07 of 31 July 2007 and Official Gazette of Montenegro, no. 73/10 of 10 December 2010, 40/11 of 8 August 2011 40/11, 35/15 of 7 July 2015).

ECONOMICAL PARTICIPATION – LEGAL FRAMEWORK

Area of economic participation is regulated by a number of laws, for example:

- The Constitution of Montenegro (“Off. Gazette of Montenegro”, No. 1/07),
- The Law on Employment and Exercising Rights with respect to Unemployment Insurance (“Off. Gazette of Montenegro”, No. 14/2010),
- Labour Law of Montenegro (“Off. Gazette of Montenegro”, No. 49/08; 26/09; 88/09; 26/10 and 59/11),
- Law on Vocational Rehabilitation and Employment of Persons with Disabilities (Official Gazette, No. 49/08),
- Law on the national qualifications framework (Official Gazette, No.80 / 210),
- Law on national Vocational qualifications (Official Gazette, no.80 / 2008),
- Law on Vocational training of persons with acquired higher education (Official Gazette, no.38 / 12).
- Law on Prohibition of Harassment at Work (“Off. Gazette of Montenegro”, No. 30/12),
- Law on Professional Rehabilitation and Employment of Persons with Disabilities (“Sl. list CG, br. 49/2008),
- Law on Health Insurance (“Off. Gazette of Montenegro”, No. 006/16 of January 22 2016.).

In the area of employment, is of great importance is the National Strategy for Employment and Human Resources which defines the main directions in this area.

MAIN STAKEHOLDERS

According to the Law on Youth, youth policy in Montenegro is implemented by:

- The Government of Montenegro;
- State administration bodies and other administrative bodies responsible for certain areas of importance to young people;
- Municipalities, the Capital City, Royal Capital and
- Other entities involved in the planning, implementation and improvement of youth policy.

At the national level, the most important institution in the field of youth policy is the **Directorate of Youth and Sport**, functioning under the **Ministry of education**, and, inter alia, proposes a strategy for young people and the Annual Work Plan for the implementation of the strategy.

Directorate of Youth and Sport is important in coordinating other stakeholders and facilitate cooperation of the competent authorities with non-governmental organizations, companies, the media, trade unions and other entities for the planning, implementation, evaluation and improvement of youth policy. It performs tasks related to: The promotion and implementation of national policies and strategies and action plans and programs for young people; Cooperates with youth organizations and associations in organizing international events and gatherings of young people in Montenegro; Assistance and cooperation with organizations and associations of young people and their promotion; Enabling organizations and youth associations from Montenegro to participate in conferences and events for young people abroad; Encouragement and international cooperation relating to young people; Encouraging the development of youth policy and labour youth offices at the state and local level, as well as a range of activities related to the status, rights and obligations of the athletes.

The field of social, political and economic participation is complex and therefore interdepartmental issue in the jurisdiction of several **ministries**: the Ministry of Education, Ministry of Culture, Ministry of Health, Ministry of Human and Minority Rights, Ministry of Labour and Social Welfare, Ministry of Science and others play an important role in ensuring prerequisites for youth participation.

Ministries are obliged to cooperate in the implementation of youth policy and appoint a **contact person for young people**. Contact person for the young co-ordinate activities related to youth policy and cooperates with the Administration and the Council for young people in the planning, implementation and evaluation of youth strategy.

At the local level, it is important to stress the role of:

- local government units, usually secretariats for social affairs;
- schools and universities operating in those municipalities;
- local employment biros (local offices of Bureau of Employment of Montenegro)

YOUTH POLITICAL PARTICIPATION

National Report on Human Development (UN) estimates that "at the level of community and society, citizens of Montenegro do not believe in their own ability and collective ability to influence decision-making, so their level of participation in non-governmental organizations, associations, clubs and other forms of civil society relatively small."³

However, although the index of civic participation fell compared to 2010- there and the research findings from the 2014-this year is 0.38 for the category of 18-35 years, it is still slightly taller in compared to other age groups.⁴

Learning about participation and democracy is ensured the existence of the optional subject in formal education system, called: **Citizenship education** in secondary and in primary schools.

One of the structures is *Government Office for Cooperation with NGOs*, operating as part of the General Secretariat of the Government. There is also a *Council for the Development of NGOs* that the Office is working on achieving a higher level of cooperation and understanding between NGOs, Government and citizens.

³ UNDP (2013), National Report on Human Development: People are the greatest wealth of a country. How rich is Montenegro?

⁴ The survey of public opinion: Citizen participation in Montenegro, (2015 DeFacto) Available at: <http://bit.ly/2hCj6x2>

After several months of data collection on political participation, key findings show that participation of young people at the level of decision making on national level is low, and out of 81 members of national Parliament only one was 30 years old, and none of them was below 30 years.

Also, according to data, there are no young ministers in Government, neither young mayors in Montenegro.

At the level of deputy ministers – director general, from 67 Director General of the ministry, there is one person younger than 30 years and 2 people are already 30 years old.

When it comes to the percentage of young people who participate in the General Committee of the parliamentary political parties, the situation is better in some parties - but comes up to 18% in some, with a maximum of 20%. One party has in the statute defined a quota of 20% for young people.

There is no Council for Youth on national level, and on local level just several municipalities have this structure.

It is important to stress that besides young people, it is obligation of the state to form and support work of official structures for ensuring participation, and direct link with stakeholders that are the most important for the area of social, political and economic participation.

The survey on attitudes, behaviours and knowledge in relation to participation and employment of young people (UN, 2013) showed that only 7% of young people (15-30 years old) attended the public hearing.

This fact tells us that we need to develop other ways of informing, motivating, educating and including young people in order to ensure their participation.

Youth participation in elections and Youth participation in government

Data on Youth participation in elections is not available at the moment, but general participation in last parliamentary election in 2012 was 70.59% of registered voters.

Youth participation in government was researched and on the basis of the composition of the Government which is on the website of the Government of Montenegro, and the data received from the Parliament of Montenegro,

the government of Prime Minister Milo Djukanovic has no ministers who are younger than 30 years.

Young people elected to municipalities (mayors, members of municipal council members)

Municipality	Mayors		Young people members of municipal council members		Youth council/Co uncil for Youth
	Male	Female	Male	Female	Yes/No
Andrijevica	No	No	1 (3.26%)	8 (25.8%)	No
Bar	No	No	0	1	No
Berane	No	No			Yes
Bijelo Polje	No	No	2 (5.26%)	1 (2.63%)	No
Budva	No	No			No
Cetinje	No	No	0	1	Yes: Local youth council With nine members: 6 female and 3 males
Danilovgrad	No	No			No
Gusinje	No	No			No
Herceg-Novi	No	No			No
Kolašin	No	No			No
Kotor	No	No	0	0	Yes: Council on Youth Issues actively worked until 2015

Mojkovac	No	No	0	1 (3.2%)	No
Nikšić	No	No			No
Petnjica	No	No			No
Plav	No	No			No
Plužine	No	No			No
Pljevlja	No	No			Yes: Local youth council
Podgorica	No	No			Yes: Council on Youth Issues
Rožaje	No	No	1	1	No
Šavnik	No	No	4	0	No
Tivat	No	No			No
Ulcinj	No	No			No
Žabljak	No	No			No
Total	In municipalities in Montenegro there are no mayors younger than 30 years		Not complete data. Minimum: 8	Not complete data. Minimum: 13	

It is interesting to notice that the biggest young councillors on local level, and biggest number of women young are in municipality Andrijevica.

Young people elected to the parliament

The Assembly of Montenegro has no MPs under the age of 30 years, and at the time of data collection only one MP was 30.

Young people participating in general assemblies for parliamentary parties

Out of all political parties, the best result in term of has SNP (Socijalistička narodna partija), with 28 members under the age of 30 years. Main committee of SNP has a legal framework that prescribe that 20 percent of the members must be younger than 30 years.

In HGA (Hrvatska gradjanska inicijativa - Croatian Civic Initiatives), of 81 total, 15 younger than 30 years that is 18%.

Also, the main committee of the Liberal Party of Montenegro, as the central body, has 50 members of whom 9, or 18% younger than 30 years. At the same time, their representative in Parliament of Montenegro is the youngest MP (30 years old).

Structure of Youth council (national, local)

The practice from the previous Youth strategy (2006-2011) that was very positive and has been moving youth policy in Montenegro forward for many years, was existence and work of the national **Council on Youth**.

Unfortunately, when previous Youth strategy expired, legitimacy of Council also ended, and ministry nor department in charged did not had capacities and will to support its work. This has a result that new strategy was not developed for 6 years.

However, Youth Law adopted in 2016 prescribes that: "In order to promote and improve development of youth policy, monitor and evaluate its implementation, as well as improve the position of young people, the state administration body competent for matters of education (the Ministry) shall establish the *Council on Youth*. This should be an expert and advisory body made of representatives of: Ministry, Directorate, municipalities, central association, youth organizations, organizations for young people, other forms of organisations of young people and experts in the field of youth policy. Additionally, in order to address the issues from its competency, Council on Youth can establish commissions, expert groups and other working bodies. This body should participate in planning, implementation and evaluation of the Youth Strategy; provide opinions in the process of preparing the regulations in the areas which define the issues of relevance to the young people and what is the most important follows the position of young people and provides the measures for its improvement.

When it is about **structure on local level** there are present functional youth representative bodies that represent the interests of young people in the local government - **local youth councils** in Berane, Pljevlja and Cetinje. When researching about number of participants in youth councils, frequency of meetings, selection process and financial Support. Do they have strategy or plan.

In Podgorica and Kotor there are established **Local Council on Youth Issues** that is a bit different body – imagined as an independent and advisory body that is established by municipality with the goal to promote and improve the development of youth policy, monitor and evaluate the municipal strategy, strengthen cooperation and improve the position of young people at the local level. This body is comprised of the representatives of municipal bodies competent for youth policy, youth organizations, organizations for young people and other forms of organizations of young people, as well as experts in the field of youth policy. However, the work of existing Local Council on Youth Issues is recognized by young people and is not visible in the community.

Online tools for information and participation in decision making of ministries and parliament and ministries

The **Government of Montenegro** and the **Parliament of Montenegro** have their own web sites and e-mail, by citizens and thus young people can use to inform them about the work of these bodies or come to the necessary information.

Also, these authorities are used: online contact form and accounts on social networks to communicate with citizens and young people.

All ministries have their own web sites and e-mail accounts which citizens, and thus young people can use to acquire information about the work of these organs or come to the necessary information. From social networks, Facebook is the most popular, followed by Twitter.

Online tools for information and participation in decision making of municipalities

At the local level, all local government units (except at the moment the Municipality Gusinje) have their own web sites and e-mail.

The form for the questions of citizens available on the website has a slightly smaller number of municipalities, while other channels are rare. The exceptions are certain municipal secretariats and for example offices for Youth - which have their emails, twitter accounts and even official Facebook pages.

A brief overview of online communication channels can be found in the table below.

Online channels	Facebook	Twitter	Website	Online forms for contact and consultations		
				e mail	Questions on website	Form for free access to information
Parliament of Montenegro	No	No	Yes	Yes	Yes	Yes
<i>Note: It has a Youtube channel, live streaming, Flickr</i>						
The Government of Montenegro	Yes	Yes	Yes	Yes	Yes	Yes
Municipalities:						
Andrijevica	Yes	Yes	Yes	Yes	No	Yes
Bar	Yes	Yes	Yes	Yes	No	Yes
Berane	Yes	Yes	Yes	Yes	No	Yes
Bijelo Polje	Yes	Yes	Yes	Yes	No	Yes
Budva	Yes	Yes	Yes	Yes	No	Yes
Cetinje	Yes	Yes	Yes	Yes	No	Yes
Danilovgrad	No	No	Yes	Yes	No	Yes
Gusinje	No	No	No	No	No	No
Herceg-Novi	Yes	Yes	Yes	Yes	Yes	Yes
Kolašin	Yes	No	Yes	Yes	Yes	Yes
Kotor	Yes	Yes	Yes	Yes	Yes	Yes
Mojkovac	Yes	Yes	Yes	Yes	Yes	Yes

Nikšić	Yes	Yes	Yes	Yes	Yes	Yes
Petnjica	No	No	Yes	Yes	no	Yes
Plav	No	No	Yes	Yes	Yes	No
Plužine	No	No	Yes	Yes	Yes	Yes
Pljevlja	No	No	Yes	Yes	No	Yes
Podgorica	Yes	Yes	Yes	Yes	Yes	Yes
Rožaje	Yes	Yes	Yes	Yes	Yes	Yes
Šavnik	No	No	Yes	Yes	Yes	Yes
Tivat	Yes	Yes	Yes	Yes	Yes	Yes
Ulcinj	Yes	Yes	Yes	Yes	Yes	Yes
Žabljak	No	No	Yes	Yes	Yes	Yes

Government inter alia has a mechanism for online participation: e-petition www.epeticije.gov.me that allows citizens to create internet petitions, which, if they are supported by 6,000 citizens / which, in the form of initiatives submitted to the Government for consideration.

The government has also launched a portal www.euprava.me with a plan to facilitate and speed up communication with the citizens, through the system of electronic document management.

Ratio of youth CSO out of the total number of CSOs

The information on ratio of youth CSO out of the total number of CSOs is not available due to system of registration of non-governmental organisations in Montenegro.

Youth Law, adopted in 2016, is making the difference among: youth organizations and organizations working for youth. Youth organization is defined as a non-governmental organization made of young people (who established it freely and independently) in order to improve the position of young people, their personal and social development, participation in social processes and other areas of relevance to young people.

The so-called *organizations for youth* are defined as non-governmental organizations whose members are not only young people and are founded in

order to support young people in getting organized and in their social involvement.

This data should be available in the future due to fact that Youth Law prescribe that: Directorate for Youth will manage registry of youth organisations, and organizations for youth. Namely, according to Article 23, youth organizations, organizations for youth, alliance, central alliance, and other forms of organization of young people, after the registration in Register of non-governmental organizations, are obliged to submit the Directorate for youth decision on registration, change or deletion from the register for recording.

YOUTH SOCIAL PARTICIPATION

Young people that are illiterate

Millennium Development Goals of the United Nations planned a 100% coverage of boys and girls elementary education, as well as reducing the rate of illiterate, older than 10 years at 1%.

Percent of Young people that are illiterate is not available but according to last Conesus made in 2011, in the group from 10 – 19 years out of total of 85 464 citizens, 673 of them were illiterate – meaning 0.7%⁵.

In the groups from 20 – 34 years out of total of 133 104 citizens, 882 of them were illiterate – meaning also 0.7%⁶. This gives us base for concluding that that could be average illiteracy rate for that year, and maybe 2016. As well.

In recent years, Montenegro has made significant progress toward indicators for achieving universal primary education (MDG 2), and it is near 100% at the national level, but Roma, Egyptians, and children with disabilities continue to lag behind. However, the quality of Montenegro's educational system remains in focus, especially in terms of low learning outcomes of students as shown by international student assessment results.

Young people graduated from high schools

⁵ MONSTAT, Statistical Yearbook of Montenegro 2016. Available at: <http://bit.ly/2kyI3LF>

⁶ MONSTAT, Statistical Yearbook of Montenegro 2016. Available at: <http://bit.ly/2kyI3LF>

In the period 2000 - 2015, the high school have completed 112,509 full-time students, of which 56,759 (53.11%) female and 55,750 (49.55%) students. At the same time high school have completed 691 students with special educational needs of which 291 (42.11%) female and 400 (57.88) students.⁷

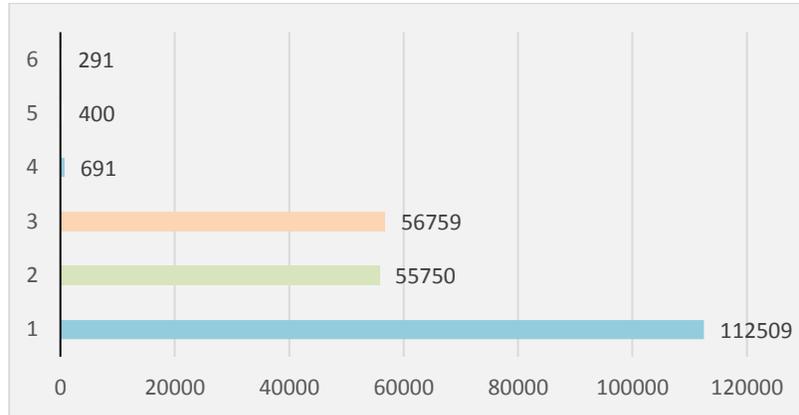


Figure: Young people graduated from high schools
1 - Young people graduated from high schools, 2 – Men, 3- Women; 4 - Young people with special educational needs graduated from high schools, 5 – Men, 6 – Women (Source Monstat)

Drop out from high schools

Early school leaving has been recognized as one of numerous challenges met by the whole European society and therefore by our country. It can be defined as unsuccessful attempt of attaining education i.e. qualification which is acquired upon the completion of a curriculum.

In Montenegrin statistics usually you can find information on only 2.1 per cent of youth that left school before completion, and conclusion that early school leaving is a less pressing problem in Montenegro than in some other European countries.

According to *Study on Preventing Early School Leaving Before Attaining Qualification in Montenegrin Vocational Schools: Technical Working Group Report*⁸ that includes data from research sample covered 29 secondary VET

⁷ MONSTAT, Department of statistics demography, education, culture and justice. Available at: <http://bit.ly/2kyEoh2>

⁸ Study on Preventing Early School Leaving Before Attaining Qualification in Montenegrin Vocational Schools: Technical Working Group Report - Report created under the project implemented within the Project MNE/011– Strengthening Vocational Training on the North-East Montenegro – financed by Lux Development. Available at: <http://bit.ly/2kxZRXs>

and mixed schools from Montenegro, dropout in these schools during period of 2007-2010 was 3.2%.

Concerning the level of education – the sample is related to third and fourth level occupations – when dropout figures are compared with number of enrolled students, the result is that there are considerably more dropouts from the third grade (7,4%) than from the fourth (2,65%). Therefore, according to obtained data, the total dropout percentage amounts to 3,19%.

Gender-based analysis showed that there are statistically significant differences between the number of boys and girls who leave school early, in terms that boys are more likely to be drop outs.

According to the Recommendation of the European Commission, early school leaving rate should be reduced to 10% by 2020.

Roma and Egyptian children who do attend school often perform poorly and dropout rates soar after the age of 11. Less than a third complete primary school and only 7% complete secondary school, compared to 98% and 86% respectively for the mainstream population.

The most common reason for leaving early was economic (33.9 per cent), meaning an inability to pay school fees or a financial need to earn an income instead. The second most frequently cited reason was a lack of interest in education (23.5 per cent) followed by a desire to start work (19.0 per cent). Among young female school leavers, 20.8 per cent left to get married⁹.

Young people enrolled in tertiary education and Young people graduated from tertiary education

There is a link between the household income level and youth's level of education. Poorer households are those most likely to contain youth with the lowest level of education: 12.4 per cent of youth from poor households have less than primary education, including no schooling. In comparison, 5.2 per cent of youth from well-off households have less than primary education. At the higher levels, in contrast, it is youth from well off or fairly well off households that have the highest chance of staying in education through the tertiary level.

⁹ Source: MONSTAT, SWTS 2015.

Table 3.6 Household income level and youth's level of education

Level of completed education	Well off		Fairly well off		Around the average		Fairly poor		Poor	
	Number	%	Number	%	Number	%	Number	%	Number	%
Less than primary (including no schooling)	309	5.2	123	2.6	173	0.6	286	3.0	1 230	12.4
Primary	388	6.5	276	5.8	1 612	5.2	1 089	11.4	1 980	20.0
Vocational (secondary)	3 058	51.6	2 408	50.3	18 482	59.9	6 546	68.6	5 424	54.9
Secondary	190	3.2	115	2.4	1 544	5.0	386	4.0	463	4.7
Post-secondary vocational	53	0.9	54	1.1	628	2.0	104	1.1	163	1.6
Tertiary	1 929	32.5	1 812	37.8	8 425	27.3	1 132	11.9	624	6.3
Total	5 927	100.0	4 788	100.0	30 864	100.0	9 543	100.0	9 884	100.0

Note: Household income levels are based on the individual perception of each young respondent. The level of educational attainment is measured only for those who have completed their schooling (i.e. excluding current students).

Source: MONSTAT, SWTS 2015.

EU Progress Report on Montenegro for the year 2015 states that there has been some progress in education; national qualifications framework is now aligned with the European Qualifications Framework. In the coming year (2016) Montenegro should: continue with the reform of the curriculum in primary and secondary education in order to learn the basic and transversal skills, and focus on learning outcomes. In addition emphasizes the importance of improving teacher education. Also, the same report states that the annual budget for education slightly above 4% of GDP. The figure for early school leavers (age 18-24) in 2013 was 5.7%, in line with the EU 2020 goal of being less than 10%.

When it comes to vocational education, the proportion of enrolment with approximately two-thirds is relatively high. However, interest in the three-year education, especially in vocational education (VET) is in decline. The EU Progress Report on Montenegro for the year 2015 says that planning reforms to rationalize the entry of the professional higher education should be continued.

Young people not in employment, education or training (NEET Rate)

The share of youth neither in employment nor in education or training (NEET) for age 15 to 29 is **23.4%** (22.8 male and 24.1 females).

A youth educated to tertiary level is much less likely to fall among the NEETs in comparison to a young person with primary education or below. In fact, nearly all of the female youth with primary or lower education fall within the classification of NEET (and, within the NEETs, most are inactive non-students rather than unemployed). Yet, as the educational level of young men and

women increases, they are likely to make a greater effort to remain economically active. Some will manage to find employment – hence the lower NEET rate among the higher educated youth – while many others will remain in unemployment (and therefore remain among the NEETs)¹⁰.

Young people at risk of poverty

There are no data on Young people at risk of poverty, but analysis of poverty in Montenegro, published by MONSTAT, shows that in 2013, 8.6 per cent of the population lived below the absolute poverty line. The poverty profile in Montenegro shows that the rate of poverty is significantly higher in the northern region that the poor usually live in large households, and that poverty is strongly associated with labour market status.

The poverty rate is highest among persons who are self-employed or unemployed. Also, the status of poverty is strongly influenced by the level of education, with the highest poverty rate (17.1 per cent) found among persons that have only primary level education (99 per cent above average). Those who have completed secondary school are in a better position.

YOUTH ECONOMIC PARTICIPATION

A significant problem specific to the Montenegrin labour market is structural unemployment, which reflects the situation of insufficient job creation in the country, as well as a degree of mismatch between supply and labour demand. While the country benefits from a highly educated population, the large number of graduates emerging from higher education institutions is not easily absorbed into the limited number of available jobs.

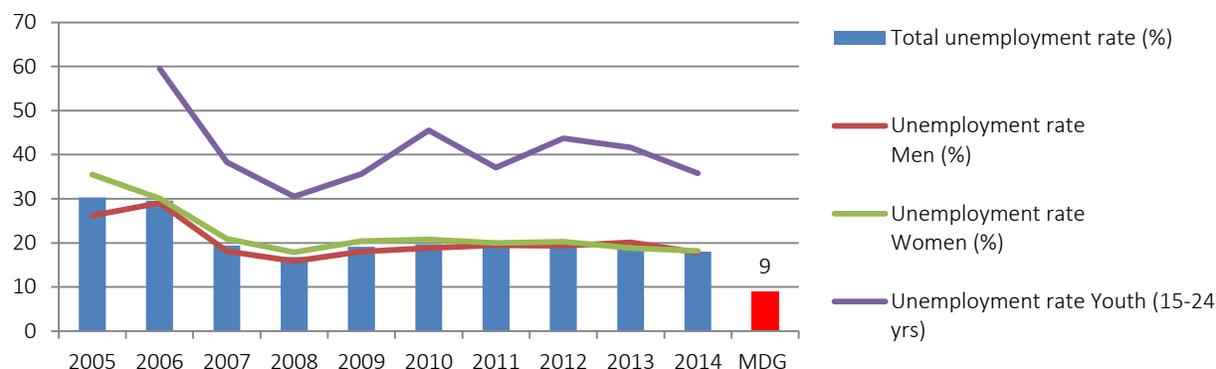
Youth unemployment rate

Of the total number of unemployed young people (15162) long-term looking for a job (> 1 year) a total of 8227 (54.26%), of which 5471 (66.5%) males and 2,756 (33.49%) women¹¹. Below you can find chart showing unemployment rate trends during last 10 years.

¹⁰ Labour market transitions of young women and men in Montenegro, Dragan Djuric for International Labour Office, Geneva. Available at: <http://bit.ly/2kxWMCx>

¹¹ Employment Agency of Montenegro, registered as unemployed, Report for the first quarter of 2016. Podgorica, April 2016

Unemployment rate trends during 10 years (Source: Monstat 2005-2015)



According to MONSTAT data published in 2016, at the age from 15 to 29, total youth unemployment rate for 2015 was 29,2% (male: 30,9% and female: 27,2%)¹².

Youth long-term unemployment

Unemployed persons registered with the Employment Agency for longer than a year accounted for 58 per cent of the total number of unemployed (based on the LFS). Among the long-term unemployed, 56 per cent are under the age of 40 (Note: Long-term unemployment is defined as unemployment spells of 12 months or more).

Out of total unemployed youth, around 45% are long-term unemployment that is a very negative fact. The time from finishing education to entering first job (real job, not internship, traineeship or similar) is very long.

¹² MONSTAT, Statistical Yearbook of Montenegro 2016. Available at: <http://bit.ly/2kyI3LF>

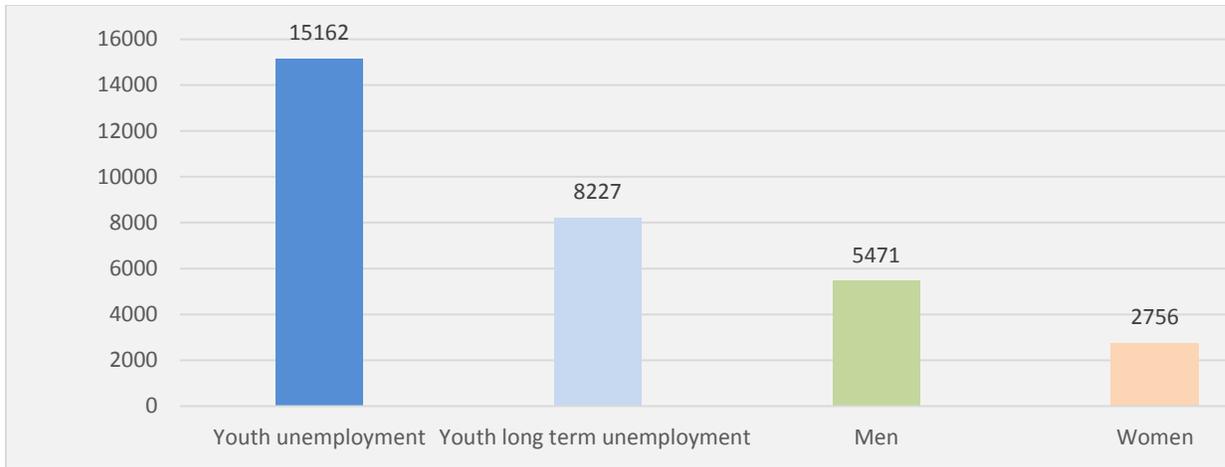


Figure: Youth long term unemployment (*Source Monstat*)

There are lot of impediments for economic participation. Some of them, according to survey on mapping existing business barriers that Montenegrin Employers Federation (MEF) conducted using an International Labour Organization (ILO) methodology Results, there are five key business constraints:

- Inadequate regulatory framework;
- Difficult access to financial resources;
- High share of informal economy;
- Corruption;
- Mismatch between the education system and labour market needs.

Opportunities for young women and young men are not the same. According to report that Montenegrin Employers Federation (MEF) made with ILO's support on the topic of *Women's Entrepreneurship Development (WED) assessment*: "women are not sufficiently recognized as equal players in the economic arena, which leads to a worse starting position when establishing and later during the development of their own business."

Committee on the Elimination of Discrimination against Women reported that unequal access to work and working conditions for women, and new laws on work are putting women, especially mothers and future mothers, in highly unequal positions¹³.

¹³ CEDAW, Concluding observations of the Committee on the Elimination of Discrimination against Women (CEDAW/C/MNE/CO/1). 2011. Available at: <http://bit.ly/1RUbdj9>

Young people employed in private sector and public sector

There are no data for youth, but it is interesting to see data for general population including youth:

- Out of the total employees, 14.2% work in Central or local government or NGO.
- Publicly owned enterprise - company, which belongs to the state or municipality: 27% of the total employees.
- Private company or enterprise (including those with some private capital participation): 54% of the total employees.¹⁴

Self-employed young people

According to data from MONSTAT, there are 9.9% of self-employed young people.

According to research made on Labour market transitions of young women and men in Montenegro¹⁵, the self-employed youth are also asked to identify what they perceive to be the main challenges to doing business (table 4.9). The most important challenges are related to “insufficient financial resources” (30.8 per cent of responses) and to “competition in the market” (31.1 per cent).

An important factor for gaining a comprehensive picture of self-employed youth is related to their financial sources. Almost half (46.8 per cent) of the surveyed self-employed youth said that they used money from their families or friends to start their business, another quarter (24.4 per cent) had their own savings and 19.5 per cent said they did not need any money to launch their business venture (table 4.10). Only 9.3 per cent of the self-employed youth said they took out a loan from a bank.

Table: Sources of funding for self-employed youth

¹⁴ MONSTAT, Ministry for human and minority rights of MONTENEGRO, Podgorica, 2016. SIXTH EDITION: WOMEN AND MEN IN MONTENEGRO. Available at: <http://bit.ly/2k7mMYz>

¹⁵ Labour market transitions of young women and men in Montenegro, Dragan Djuric for International Labour Office, Geneva. Available at: <http://bit.ly/2kxWMCx>

Financial sources	Total		Male		Female	
	Number	%	Number	%	Number	%
No money needed	387	19.5	322	22.7	65	11.5
Own savings	484	24.4	270	19.1	214	37.8
Money from family or friends	928	46.8	679	47.9	249	44.0
Loan from bank	184	9.3	146	10.3	38	6.7
Total	1 983	100.0	1 417	100.0	566	100.0

Note: Sources with a response rate below 0.5 per cent are not shown. This includes loan from microfinance institutions, loan from an informal operator, loan from government institution, loan from NGO or donor project and remittances from abroad.

Source: MONSTAT, SWTS 2015.

RECOMMENDATIONS AND PRIORITY AREAS FOR ADVOCACY

Providing information that is easy accessible, accurate is the most important segment for ensuring participation. According to research has been carried in Montenegro, public administration has established channels of communication with the public, but there is an open question of their adaptability to specific target groups - especially young people. In addition, there is the question of how and to what extent public administration used the obtained data, suggestions, and comments.

Also, it is an issue that concerns the citizens themselves - how they are informed and how these channels are used. In this regard, particularly when we take into account the target group of young people.

Political participation of youth must be ensured through:

- Creation of a legal and political framework that stimulates participation and activism of young people with the creation of different, efficient mechanisms that will enable them to actively participate in the creation, implemented and evaluation of public policies.
- Advocate for development of more mechanisms for the participation of young people that responds to the needs and are youth friendly.
- Involving young people at all levels is ultimately necessary, and it is recommended to advocate for bigger involvement of youth in the development and implementation of policies important for their wellbeing, including development of local and national strategic documents, participation in working groups on national and local levels and decision-making in general.

- Introduce standards for identification of different forms of discrimination of young people, and provide mechanisms for their elimination, including judicial protection.
- Special attention should be paid to education of young people for active participation in decision making and facilitation of this process and promotion of young people's skills and capacities to participate actively in democratic practices, including in local and national level.
- It is important to advocate for more young people on decision making positions: in parliament, ministries, local self-government structures;
- It is important to advocacy for establishing of Councils for Youth that will be financed by local self-government and whose opinion will be taken into consideration when making decisions on local level.
- To advocacy for establishing of National Council for Youth, as soon as possible, and in line with Youth Law guidelines.

Social participation of youth must be ensured through:

- Advocating for and implementing frameworks and programs that encouraged young people to participate in issue-based programmes that affect them, such as education, social protection, health etc.
- The promotion of an enabling environment (legal frameworks, policies and plans) for young people's social participation in a broad range of processes and areas at local and national levels;
- Advocating for equal access to educational, social and health services for all young people in the country.

In area of economical participation it is important to advocate for:

- Provision of access to an effective, free and timely legal protection in all cases of equality rights violation at labour market.
- Supress of age discrimination, including sexist and other type of gender-based discrimination in employment and at work.
- Amendment of the Law on Child and Social Protection and Law on Health Insurance, so as to guarantee full refund of maternity and paternal leave expenses.
- Improvement of controls of employers in order to provide implementation of anti-discriminatory measures for employment of young women.
- Provision of bigger number and budgets for state funds for support of youth self-employment and entrepreneurship.

Recommendations for decision makers:

- Maintain social and youth empowerment in accordance with the Law on Youth, the National Youth Strategy and other instruments of youth policy;
- Encourage and support strengthening awareness of the importance of young people and the social role of young people through the implementation of youth policy, the provision of an enabling environment and providing active support in the implementation of youth activities, taking initiatives and their meaningful involvement in decision-making and implementation, which contribute to personal and social development;
- The system should be open to young people and ensure that young people have the right to objective, customized and easily accessible information, in order to develop young and able to make decisions based on easily accessible and complete information;
- Encourages and develops responsibility for persons working with young people, as well as the responsibility of young people in relation to their obligations to society;
- Ensure that young people have the right to equal opportunities and participation in all spheres of social life according to their own choice and abilities.
- invest in youth participation by supporting programmes for young people’s civic engagement initiatives, networks and organizations.

ANNEX: INDEX OF INDICATORS

Indicators of Youth Political Participation	Evidence (Numbers)	Evidence (Percentage)	Source
Youth Participation in elections (M/F)	Empty	Empty	Central Commission of Election, 2015
Young people elected as ministers in the parliament (M/F)	0	0%	
Young people nominated for MPs in the parliament	Empty	0%	Central Commission of

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(M/F)			Election, 2013
Young people elected as MPs in the parliament (M/F)	0	0%	Central Commission of Election, 2013
Young people nominated for mayors in the municipalities (M/F)	0	0%	Central Commission of Election, 2015
Young people elected as mayors in the municipalities (M/F)	0	0%	Central Commission of Election, 2015
Young people nominated for members of municipal council (M/F)			Central Commission of Election, 2015
Young people elected as members of municipal council (M/F)			Central Commission of Election, 2015
Young people participating in General Assemblies for parliamentary parties (M/F)			Respective political parties (Names of the parties), 2015
Youth CSOs	Empty	Empty	General Directorate of Taxes, 2015
Structure of Youth Councils/Parliaments/Units on national level (created by central government)	0	0	Ministries/Government, 2016
Structure of Youth Councils/Parliaments/Units on local level (created by local government)	Yes, 3 municipalities out of 23	13%	Municipalities, 2016
Online tools for information and participation in decision making of ministries and parliament	Yes	100%	Official pages of Ministries and Parliament, 2016
Online tools for information and participation in decision making of	Yes	99%	Official pages of Municipalities, 2016

municipalities			
Indicators of Youth Social Participation			
NEET Rate		15-29 age Total: 23,4% Male: 22,8% Female: 24,1%	MONSTAT, 2016 ¹⁶
Young people at risk of poverty			MONSTAT
Young people at risk of discrimination	Empty	Empty	Ombudsman office
Young people that are illiterate		0.7% last Census 2011	MONSTAT, 2016
Young people in need of continuous care			Ministry of Work and Social Welfare
Young people in prison			Ministry of internal affairs and MONSTAT
Young people graduated from secondary education	Total: 7564 Female: 3741 Male: 3823	Female: 49.46% of total enrolled Male: 50.54% of total enrolled	MONSTAT, 2015
Drop-out at the level of secondary education	No official number. Total: 920 students	One resource state it is 14%. According to	MONSTAT official data and researcher calculation.

¹⁶ MONSTAT, Statistical Yearbook of Montenegro 2016. Available at: <http://bit.ly/2kyl3LF>

	<p>Calculation is made comparing:</p> <p>Enrolled in secondary education 4 years ago, in school year 2011/12: 8484 students.</p> <p>Finished secondary education 2014/2015: 7564 students</p>	<p>researchers analysis it is around: 10.84%</p> <p>National statistic on dropout is 2.1% for elementary school.</p> <p>Remark: only 7% of young Roma and Egyptians completed secondary school</p>	
Young people enrolled in tertiary education	<p>Total: 22 201</p> <p>Female: 11 921</p> <p>Male: 10 280</p> <p>(data for school year 2015-2016)</p>	<p>Female: 53.7% of total enrolled</p> <p>Male: 46.3% of total enrolled</p>	<p>MONSTAT, 2015</p> <p>(data for school year 2015-2016)</p>
Young people graduated from tertiary education	<p>Total: 2 855</p> <p>Female: 1775</p> <p>Male: 1 080</p> <p>(graduated in 2015)</p>	<p>Female: 62.17% of total graduated in 2015</p> <p>Male: 37.82% of total graduated in 2015</p> <p>Remark:</p> <p>It is total: 12% of</p>	<p>MONSTAT, 2015</p>

		enrolled students 4 years ago, in school year 2011/12 (22 227 students)	
Indicators of Youth Economic Participation			
Youth unemployment rate		15-29 age, for 2015 data: Total: 29,2% Male: 30,9% Female: 27,2%	MONSTAT, 2016 ¹⁷
Youth long term unemployment rate	Total: 8227 Males:5471 Females: 2,756	Total: 54.26% Males: 66.5% Females: 33.49%	MONSTAT, 2016
Young people that are self-employed	NA	9.9%	MONSTAT, 2015
Young people refusing the job	empty	empty	National Employment Service, 2016
Young people employed in private sector	empty	empty	General Directorate of Taxes, 2016
Young people employed in public sector.	empty	empty	Department of Public Administration, 2016

¹⁷ MONSTAT, Statistical Yearbook of Montenegro 2016. Available at: <http://bit.ly/2kyI3LF>

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